



Pat McCrory, Governor

# North Carolina Department of Public Safety

*Prevent. Protect. Prepare.*

Frank L. Perry, Secretary

## MEMORANDUM

TO: Chairs of Senate and House of Representatives Appropriations Subcommittee on Justice and Public Safety

FROM: Frank L. Perry, Secretary  
W. David Guice, Commissioner

RE: Broaden Access for Community Treatment Program Funds Report

DATE: September 1, 2015

*Pursuant to SL 2013-360 (Senate Bill 402)*

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### **REPORT ON USE OF BROADEN ACCESS FOR COMMUNITY TREATMENT PROGRAM FUNDS**

**SECTION 16C.14.** *The Division of Community Corrections shall report by September 1, 2015, and September 1, 2016, to the Chairs of the House of Representatives Appropriations Subcommittee on Justice and Public Safety and to the Chairs of the Senate Appropriations Committee on Justice and Public Safety on the status of the Broaden Access for Community Treatment Program. The report shall include the following information:*

- (1) The amount of funds carried over from the prior fiscal year.*
- (2) The dollar amount and purpose of contracts awarded to vendors for the current fiscal year.*
- (3) An analysis of offender participation data received, including data on each program's utilization, capacity, and completion rates.*
- (4) The number of offenders served by each contracted vendor.*
- (5) The outcome measures for program participants, including the rates of recidivism, employment status, and educational progress of participants.*

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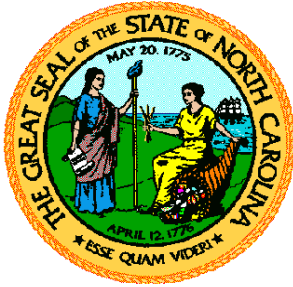
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**STATE OF NORTH CAROLINA  
DEPARTMENT OF PUBLIC SAFETY**

*Division of Adult Correction and Juvenile Justice*

**STATUS OF THE BROADEN ACCESS FOR COMMUNITY  
TREATMENT FUNDS**

**September 1, 2015**

**Pat McCrory  
Governor**

**W. David Guice  
Commissioner**

**Frank L. Perry  
Secretary**

## **I. Legislation**

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## **II. Introduction**

In conjunction with the passage of the Session Law 2011- 145 (Committee Report, page I 18, #101) to broaden access to community treatment services in order to support the use of evidence-based practices to reduce recidivism and promote coordination between the State and community-based corrections programs, the Department issued a Request for Proposal for Vendor(s) to provide programming for high risk and high need male and female adult (18 years or older) offenders currently under probation and/or post release/parole supervision. The program service type--Community Intervention Centers, are targeted to provide specific services to any offenders currently under community supervision and at risk for revocation. High revocation rates among high risk and high needs offenders require targeted interventions to reduce revocations and increase compliance by providing an array of services. Each Community Intervention Center offers Regular Outpatient Substance Abuse Treatment Services, Cognitive Behavioral Interventions, Employment and Vocational Services. Based on Department data related to current living situations and revocation rates of offenders, these services were targeted in the urban areas where the largest concentrations of offenders are located. Through the use of this program, it is the intent of the Department to reduce recidivism and the rate of probation and post release supervision revocations. During FY 2014-15, Community Intervention Centers provided services in Buncombe, Durham, Forsyth Guilford, Mecklenburg and Pitt Counties.

The department's evaluation of programmatic needs indicated a clear need for housing to address the offender homeless population. As a result, a Request for Proposal was issued to secure vendors to provide 90 day transitional housing with targeted Cognitive Behavioral Programming for both male and female non sex offenders. As a result, the Department currently contracts with providers in Buncombe, Durham and Edgecombe Counties who serve a total of sixty male and eight female offenders from all 100 counties. Recognizing the increasing homeless sex offender population, the Department contracted with providers in Mecklenburg and New Hanover Counties to provide short term (60 day) temporary housing for a total of fourteen male sex offenders.

It is estimated that approximately 20% of offenders on supervision in North Carolina may require some type of mental health services. Offenders with mental illness are more likely to be revoked from probation, which may exacerbate their mental health problems and expends valuable state resources on incarceration. The need to expand our efforts to address the needs of this high-risk offender population is clear. Though direct services for mental health concerns of the offender population were not provided as part of the contract, the BACT program was able to provide a \$10,000 grant to researchers at the UNC Chapel Hill School of Social Work to continue their examination of specialized mental health services for individuals on supervision in the community. These funds were leveraged against grant funds provided through the Governor's Crime Commission and will provide information to BACT administrators on the efficacy of providing specialized mental health services to the offender population while in the community.

The General Assembly appropriated an additional two million dollars for FY 2014-15 to the Department for substance abuse services. Those funds were restricted to substance abuse treatment services for offenders assessed as moderate to high risk for recidivism and high need for substance abuse services. The Department issued a Request for Proposal and was successful at awarding one contract to Durham County to increase, enhance or expand substance abuse services to this population. In addition, the department was able to allocate additional substance abuse funds to current Treatment for Effective Community Supervision (TECS) providers to address the increased need for substance abuse services not met through the existing TECS contracts.

**SL 2013-360 (Senate Bill 402, the Report shall include the following information:**

**1. The amount of funds carried over from the prior fiscal year.**

*Legislation does not allow for BACT funding to be carried over to the next fiscal year*

**2. The dollar amount and purpose of contracts awarded to vendors for the current fiscal year.**

*Previously the Department has reported on the total funding for the Treatment for Effective Community Supervision (TECS) program which also included funds allocated under the Broaden Access to Community Treatment. The sum total of these funds for FY 2014-2015 was \$15.5M. However, this report provides program data on the Broaden Access for Community Treatment Program which is only one facet of community-based programming supported by these funds.*

*For FY 2014-2015, the Department awarded or supplemented existing contracts (including administrative fees) totaling \$5,820,361.50 to 59 different vendors serving offenders in all counties. The breakdown of the total indicates that 54% or \$3,156,864.00 was for services provided at the Community Intervention Centers, 30% or \$1,751,172.00 was for transitional and temporary housing services, 2% or \$147,600.00 was for targeted Intensive Outpatient and Aftercare Substance Abuse Services, 5% or \$296,100.79 was for supplemental substance abuse funds for TECS providers and 9% or \$523,704.72 was for Administrative Fees (The legislation allows vendors to receive up to 15% in administrative fee.)*

VENDOR	TYPE OF SERVICE	CONTRACT AMOUNT
	<b>Intensive SA/Aftercare</b>	
County of Durham		\$ 169,740.00
	<b>Community Intervention Center (CIC)</b>	
County of Durham	CIC-DURHAM	\$ 655,200.00
Family First Community Svc	CIC-MECKLENBURG	\$ 844,560.00
Partnership For A Drug Free NC	CIC-BUNCOMBE	\$ 362,250.00
Partnership For A Drug Free NC	CIC-FORSYTH	\$ 386,400.00
Partnership For A Drug Free NC	CIC-GUILFORD	\$ 1,009,470.00
PORT Human Services	CIC-PITT	\$ 274,233.60
<b>TOTALS</b>	<b>CIC</b>	<b>\$ 3,614,013.60</b>
	<b>90 Day Transitional Housing</b>	
First at Blue Ridge	TH-NON-SXO	\$ 642,400.00
TROSA Inc	TH-NON-SXO	\$ 408,800.00
Second Chance Recovery	TH-NON-SXO	\$ 511,000.00
<b>NON-SEX OFFENDER TOTALS</b>	<b>TH</b>	<b>\$ 1,562,200.00</b>
	<b>60 Day Temporary Housing</b>	
Bradley-Reid cancelled 04/12/15	TH-SXO	\$ 85,680.00
All Family Recovery House	TH-SXO	\$ 103,292.00

VENDOR	TYPE OF SERVICE	CONTRACT AMOUNT
SEX OFFENDER TOTALS	TH	\$ 133,892.00
Additional Substance Abuse Totals		\$ 340,515.90
TOTAL		\$ 5,820,361.50

3. An analysis of offender participation data received, including data on each program's utilization, capacity, and completion rates.

**Table 1: Section (3): BACT Program Utilization, Capacity and Completion Rates**

Program	Vendor	Average Daily Population	Daily Capacity	Utilization	Completion
<i>IOP Substance Abuse Treatment</i>					
Durham IOP	Durham County	23	30	76.7%	85.7%
<i>Community Intervention Centers</i>					
Buncombe	Partnership for A Drug Free NC	7	18	38.9%	88.2%
Durham	County of Durham	7	25	28.0%	94.1%
Forsyth	Partnership for A Drug Free NC	61	80	76.3%	47.3%
Guilford	Partnership for A Drug Free NC	74	83	89.2%	45.4%
Mecklenburg	Partnership for A Drug Free NC	20	45	44.4%	36.2%
Pitt	PORT Human Services	8	10	80.0%	28.9%
<i>Transitional Housing</i>					
Non-Sex Offender	First at Blue Ridge	24	32	75.0%	80.4%
Non-Sex Offender	Second Chance	17	20	85.0%	72.6%
Non-Sex Offender	TROSA, Inc.	13	16	81.3%	25.0%
Sex Offender	All Family Recovery	7	8	87.5%	67.4%
Sex Offender	Bradley-Reid	5	6	83.3%	28.6%

**Key Finding:**

*Utilization:* Utilization rates were highest for transitional housing programs (82.4%), followed by IOP treatment (76.7%), then CICs (56.5%);

*Completions:* Completion rates at CICs varied substantially; most offenders who did not complete CIC programs (45%) were dismissed due to non-compliance with program requirements; the same was generally true for transitional housing participants, and though the majority of participants completed successfully (61.6%), participants at TROSA and Bradley-Reid mostly (71%) failed to comply with program requirements and/or exited prior to completion. While current exit codes do not distinguish between those who exited early for positive reasons and those who exited early for non-compliance, roughly 54% of TROSA participants either successfully completed the program or exited early for reasons not associated with non-compliance.

**Key Points:**

- Durham CIC cancelled their contract during the fiscal year; offenders were assigned only 116 of 365 days during the year.
- All Family Recovery provided transitional housing services to sex offenders for 218 days during the fiscal year, while Bradley-Reid's contract was cancelled after approximately two months, Non-sex offender transitional housing programs were in operation during the full year.

**4. The number of offenders served by each contracted vendor.**

**Table 2: Section (4): BACT Offenders Served**

<b>Program</b>	<b>Vendor</b>	<b>Offenders Served</b>
<i>IOP Substance Abuse Treatment</i>		
Durham IOP	Durham County	45
<i>Community Intervention Centers</i>		
Buncombe	Partnership for A Drug Free NC	43
Durham	County of Durham	17
Forsyth	Partnership for A Drug Free NC	205
Guilford	Partnership for A Drug Free NC	281
Mecklenburg	Partnership for A Drug Free NC	107
Pitt	PORT Human Services	40
<i>Transitional Housing</i>		
Non-Sex Offender	First at Blue Ridge	161
Non-Sex Offender	Second Chance	94
Non-Sex Offender	TROSA, Inc.	109
Sex Offender	All Family Recovery	43
Sex Offender	Bradley-Reid	7

**Key Finding:**

The total number of participants coincides with individual programs' capacity and average daily population figures given the length of treatment and services offered by the program. On average, offenders were in IOP Substance Abuse Treatment for 71 days, in CIC services for 110 days, and were provided transitional housing for 62 and 40 days for non-sex offenders and sex offenders, respectively.

**5. The outcome measures for program participants, including the rates of recidivism, employment status, and educational progress of participants.**

**Table 3: Section (5): Outcome Measures by Program Types**

<b>Program</b>	<b>Percent Committing New Crime<sup>i</sup></b>	<b>Percent Employed<sup>ii</sup></b>	<b>Percent Completing Education<sup>iii</sup></b>
IOP Substance Abuse Treatment	0.0%	44.4%	--
Community Intervention Centers	5.6%	48.8%	16.6%
Transitional Housing	13.3%	58.7%	25.0%

**Key Finding:**

“Recidivism”: Relatively few (8.2%, 94 individuals) offenders participating in BACT funded programs were convicted for crimes that occurred after they became enrolled in services.

Employment: Though fewer than half of participating offenders were employed at the time of exit, unemployed decreased from 69% at intake to 48% at exit from a BACT program; 42% of the 791 offenders who were not employed at entry to a BACT program obtained employment or left the labor market due to, for example, disability, retirement, or became full-time students by the time of exit.

Education: Though individuals enrolled in basic education and high school equivalency programs were largely unsuccessful while enrolled, BACT programs were able to provide education services to 40% of offenders (185 individuals) who entered programs without a high school diploma or high school equivalent certification; education services were provided to an additional 211 individuals who had completed secondary education program

**Summary**

The Department continues its ongoing evaluation and needs assessments to develop a long term strategic plan for providing a wide range of services to assist a greater portion of the high risk offender population to be successful and to reduce recidivism. In response to those needs the department continues to develop services such as transitional housing, re-entry councils, and intensive out-patient substance abuse treatment services. It is believed that responding to all of these needs will reduce recidivism and provide effective supervision in our communities.

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<sup>i</sup> Average follow-up time from beginning services was 113 days for IOP services, 266 days for CIC participants, and 234 days for offenders placed in transitional housing. Offenders were counted as having a new crime if they were convicted and placed on supervised probation or incarcerated for a crime occurring at any time between program entry and August 8, 2015.

<sup>ii</sup> Includes offenders who were out of the labor market due to disability, retirement, or who were students.

<sup>iii</sup> Percent of offenders completing high school equivalency or college education services; does not include offenders who were not enrolled in services or received only mentoring or tutoring services.